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ABSTRACT

The results of a study conducted by Arthur D. Little, Inc. (ADL) for the North Carolina State Library to prepare a statewide development plan that will promote improved library service are reported. Basic to this study was the development of guidelines for administering a program of state funding for local public library service. The assignment involved analyzing the present situation, determining the feasibility of larger units of service, and suggesting the role that should be assumed by the State Library in the development plan. To assist in these tasks, several meetings were held with the Public Library Development Committee of the North Carolina Library Association and with members of the State Library staff. Ten meetings in different sections of the state which were attended by librarians and library trustees were also conducted. Interviews were held with other individuals in government and related institutions, such as the Assistant Director of the Institute of Government. Several visits were made to the North Carolina State Library to talk with staff members and to survey existing services. The places visited are listed in Appendix A, and the agenda used in the ten meetings is included as Appendix B. (Author/NH)

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A PUBLIC LIBRARY PROGRAM FOR THE STATE OF NORTH CAROLINA

Report to:

THE NORTH CAROLINA STATE LIBRARY BOARD

LI 003 421

Arthur D. Little, Inc.

1

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TABLE OF CONTENTS

		Page
SUMMARY		1
	PURPOSE AND SCOPE	1
	CONCLUSIONS AND RECOMMENDATIONS	1
I.	INTRODUCTION	5
II.	PUBLIC LIBRARIES TODAY	9
III.	ALTERNATIVE PLANS FOR STATE AID TO PUBLIC LIBRARIES	13
	DEVELOPMENT OF A PLAN	13
	RECOMMENDED PROGRAM: PLAN A	14
	ALTERNATIVE PROGRAM: PLAN B	21
	OUR PREFERENCE FOR PLAN A	25
IV.	ADDITIONAL RECOMMENDATIONS	27
	NORTH CAROLINA STATE LIBRARY BUILDING	27
	BIBLIOGRAPHICAL TOOLS	27
	STORAGE CENTER	29
	LIBRARY EDUCATION	30
	CANCELLATION OF GRANTS FOR SUBJECT COLLECTIONS	31
APPENDICES		
APPENDIX A		A-1
APPENDIX B		B-1
APPENDIX C		C-1

SUMMARY

PURPOSE AND SCOPE

This report presents the results of a study conducted by Arthur D. Little, Inc. (ADL) for the North Carolina State Library to prepare a statewide development plan that will promote improved library service. Basic to this study was the development of guidelines for administering a program of state funding for local public library service.

Our assignment involved analyzing the present situation, determining the feasibility of larger units of service, and suggesting the role that should be assumed by the State Library in the development plan. To assist us in these tasks, we met several times with the Public Library Development Committee of the North Carolina Library Association and with members of the State Library staff. We also conducted ten meetings in different sections of the state which were attended by librarians and library trustees. Interviews were held with other individuals in government and related institutions, such as the Assistant Director of the Institute of Government. Several visits were made to the North Carolina State Library to talk with staff members and to survey existing services. The places we visited are listed in Appendix A, and the agenda used in the ten meetings is included as Appendix B.

CONCLUSIONS AND RECOMMENDATIONS

None of the public libraries in North Carolina are receiving the level of local financial support required to provide adequate library service. The defeat of bond issues for new buildings in several communities during the past year appears to have had a demoralizing effect on librarians.

The North Carolina State Library has attempted to provide services and to develop new programs, but with limited staff and funds. Generally, the librarians in the field were appreciative of its efforts but would like more services locally.

Even at a much higher support level, libraries can realize their potential for improved service only if they work closely together in larger units. However, county government is a strong unit in the state and any plan produced must be such that it can be "sold" to the county commissioners. A regional plan will be likely to be approved if already existing district or regional lines are used.

Our major recommendations are as follows:

- The State of North Carolina should allocate $5 million annually to public library service at today's dollar rate. This does not include the amount already allocated to the State Library at present.

- A portion of this amount should go to matching funds at the rate of $1 for every $4 of local funding (25%) and to geographical grants of $30 per square mile served by a library.

- We strongly recommend that the remainder be apportioned as described in Chapter III under Plan A, to promote continued development of strong regional library groups, to strengthen the State Library and its collection, and to open three State Library branch offices as a liaison between the regional library groups and the State Library.

- We offer as an alternative, but do not recommend as a first choice, Plan B, under which the funds are apportioned to build from three to five strong cooperative library systems, which would assume many of the functions now performed by the State Library and which would allow local libraries to retain more autonomy than they would have under Plan A. We regard the introduction of a totally new administrative level and the weakening of the State Library as major drawbacks to Plan B.

- We support the recommendations of the Legislative Commission to Study Library Support in the State of North Carolina.

In addition to our basic recommendations, we suggest the following:

- Construction of a State Library Building, preferably in the state government complex, with the centralized processing facility perhaps located elsewhere.

- Further development of bibliographical tools, including the expansion of the North Carolina Union Catalog, and its relocation at the State Library; the development of a statewide union list of serials; and the experimental preparation of union catalogs in book form for particular regions or subjects.

- Construction or acquisition of a storage center, perhaps housed with the central processing facility.

- Development, in cooperation with the University of North Carolina Library School and other schools, of a library education program for public librarians.

- Cancellation of the grants presently supporting 12 subject collections in libraries around the state.

I. INTRODUCTION

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The public library service now offered throughout the State of North Carolina has its origins almost entirely in local response to local needs. The State Constitution makes no provision for such service, although state aid for libraries was first introduced in 1941. As new concepts of library service have come into acceptance and the educational level of readers has risen, many of the county and municipal libraries have joined in regional confederations, variously organized, to provide a wider selection of materials together with services that a single library could not afford. In some instances these groupings have centralized their budgets and various administrative functions; again, the initiative has been local, and practices in the different regions vary widely.

Superimposed on this collection of fairly autonomous libraries and library groupings is the State Library at Raleigh. The state's role in promoting good library service began in 1909 with the establishment of the Library Commission. Until 1956 the Library Commission and the State Library existed as separate entities; legislation effective that year merged the two in the present State Library. The State Library was authorized to function as the chief central resource for public libraries, supplementing their collections, establishing a union catalog, offering consultant service on all aspects of library management, and channeling the distribution of most state and federal funds. The State Library has expanded since that time and now provides many other basic centralized services including consultant services, centralized processing, interlibrary loan, and reference.

The funding of the county and municipal libraries is as haphazard as their origins are diverse. Property taxes cannot be used to support libraries without the approval of a local referendum; thus counties and municipalities have assembled what funds they can from ABC funds, crown taxes, and franchise tax, and most libraries have led a hand-to-mouth existence.

Since 1941, local efforts have been supplemented by annual grants from the state, and more recently, by federal funds under LSCA, but the public libraries of North Carolina are still woefully underfinanced. The Governor's Commission on Library Resources described this situation in its 1965 report, Resources of North Carolina Libraries; the report recommended that state aid to libraries be greatly increased in a way that would provide incentives for increased local aid. It also recommended the formation of more, and larger, regional systems and an expansion of the centralized services performed by the State Library.

As a result of the Governor's Commission report, the 1967 General Assembly appointed the Legislative Commission to Study Library Support, chaired by David Stick. This group reported that despite the tax restriction, cities and counties are bearing by far the greatest burden (73%) of public library support in the state; that the average per-capita library support level from these and other sources totals only $1.41, about a third the amount considered a necessary minimum; that the public library service provided is the best that could be achieved without additional funding; and that it falls far short of the service offered in other states and increasingly needed in North Carolina.

The present study, for the North Carolina State Library, has been conducted in part concurrently with the Legislative Commission study, but with a different objective. Given that the public libraries are inadequately supported and absolutely require state assistance, and given also that their size, administrative practices, mutual cooperative arrangements, and manner of funding are almost infinitely varied, Arthur D. Little, Inc., was asked basically to recommend how state assistance ought to be apportioned. We agreed to do the following:

(1) Present an overall plan for library development that is suited to the needs of North Carolina and that describes how local autonomy and regional cooperation should be balanced; what, if any, standards should be established for regional systems to bring them into some kind of uniformity with respect to size, centralization, budgeting practices, and so forth; how the functions of the State Library should relate to those of regional and local libraries; and what specific changes ought to be made in the services offered by the library system.

(2) Describe a method of state funding that will encourage libraries to adopt the recommended patterns of organization and cooperation and will at the same time bring library service in the state up to minimum standards.

(3) Determine the amount of state support that will be needed to carry out the development plan, totally or in part.

In the following chapter we describe the present situation of public libraries in North Carolina as we found it in our meetings with librarians. In Chapter III we describe two possible plans for inter-library organization designed to strengthen service throughout the state. We describe for each of these a program of state funding designed

to cut across the anomalies and inequities of current library support and to promote the suggested pattern of library development. Chapter IV makes some recommendations about library service that are independent of the alternatives described in Chapter III.

II. PUBLIC LIBRARIES TODAY

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At the meetings we held throughout North Carolina, we talked with librarians and trustees representing libraries of different sizes with varying degrees of financial support and offering services on many different levels. Our description of public libraries today is based on our interpretation of the things we heard and saw.

Individually, many of the libraries in the state are much too small and underequipped to provide anything like complete service in isolation, even with substantial state grants. Local funding is usually inadequate, and there seems to be reluctance to increase it. We learned at our meetings, for example, that several libraries (Raleigh, Durham, Fayetteville) have had bond issues for new buildings voted down by the electorate in the past two years. However, we also learned that some bond issues for school buildings had not passed either. It would appear that there has been a general tightening of local expenditures and that libraries have suffered along with other agencies of local government.

The North Carolina State Library has taken the initiative on many occasions to develop programs and services for the public libraries. The State Library is a progressive organization, but it, too, is handicapped by insufficient funds and lack of personnel in developing and implementing new programs or in expanding present ones.

In North Carolina there are currently 15 library regions, comprising 47 of the state's 100 counties. These regions are cooperative endeavors; the extent of the cooperation depends in large measure on the attitudes of the local citizens. For example, in some regions county bookmobiles will not serve residents of the adjoining county even if the bookmobile has to cross the county line to continue its schedule of stops. In others, separate sets of books are kept for each participating county and a set kept for the region. In still others there is no concerted effort to develop a local interlibrary loan service because of the lack of basic bibliographic tools to show the location of material within the region.

On the other hand, many of these regions have developed extensive programs of service, bringing books and other materials to individuals who would not ordinarily have a chance to visit the library. They have provided vocational guidance to young people; in this connection they have worked with the poverty programs, training young people to work in libraries and encouraging them to obtain further education. Local workshops have been held for working librarians in the region and new areas of interest discovered.

Most regions currently provide, among other things, centralized administrative organization, interlibrary loan, reference service, and some consultant services. None of these, however, have been developed to their full potential, partly because of the lack of funds and partly because the present organizational structure of the regions is in many cases very loose; the individual library continues to operate with so much autonomy that the region cannot really function as a single, cohesive unit of service.

Insufficient funds have limited the development of regional programs just as they have limited the development of progressive library programs in many counties and cities. A special problem in the case of regional programs is created by the many funding inequities that exist throughout the sate. Only 16 counties out of 100 have authorized a library tax by the necessary referendum. Some municipalities have done the same thing, but many others have not. Thus, libraries in adjacent counties may operate with very different support levels, and in some cases they have more to lose than to gain by merging. Very often, if a reasonably prosperous library were to affiliate closely with the poorer libraries nearby, it would end up supporting them, with few benefits in return, although this has actually not happened in North Carolina.

Funding inequities at the local level will, of course, diminish in importance to the extent that the state assumes a large share of library support. However, these inequities are perhaps symptomatic of a broader issue: that of autonomy for the individual community. Many librarians regard the local autonomy issue as one of the greatest stumbling blocks to increased cooperation among libraries. We believe that the local community should be involved in supporting public library service. We also believe that closer ties among communities are bound to come as a result of economic planning efforts that are already under way. We see no reason why larger units of service, which professionally are recognized as being more efficient and more economical, should not be accepted by the citizens of North Carolina. We do feel, though, that the establishment of such units should result in direct benefits to individual citizens, which means that they must offer imaginative and innovative programs of service.

The public librarians we spoke with told us what they felt were their greatest needs. Although not always ranked in the order given below nor cited by every librarian, the following needs were those most frequently mentioned:

- General consultants from the State Library available for more frequent regular visits to local libraries.
- More special consultants in Raleigh for technical services, children's services, audiovisual materials, etc.

- Back files of periodicals.
- Duplicates of audiovisual materials available locally; also film circuits and telephone reference service for films.
- Continued centralized processing.
- Quicker service on interlibrary loan from academic institutions. (ILL service from the State Library itself is good.)
- Expansion of the IN-WATS line to include more libraries and other services besides reference and interlibrary loan.
- Better local communication systems and a delivery service.
- Uniform loan periods, fines, registration procedures, and the like.
- More materials available locally. Local budgets to include allocation for books and periodicals, in areas where this is not now the case.
- Professionally trained librarians and a strong recruitment program.
- A salary and fringe benefit program which is attractive and competitive.
- More inservice training and workshops for nonprofessionals and clericals.
- Continuing education programs for professional librarians.

These same librarians were basically in favor of the State Library's continuing as the resource center for the public libraries of the state. While some of the librarians we met were resistant to the idea of regional libraries as an intrusion on local autonomy, all but one or two were strong supporters of the State Library, its staff, and its activities. They did have suggestions for improved service. The most important of these are noted above, and there were various smaller ones; for example, they wanted more titles (such as Choice) added to the bibliographical sources accepted by the Processing Center, and they wanted to use the IN-WATS line to call administrative and consulting staff at the State Library. The general attitude, though, was that the

State Library provides much-needed services, and nearly all the suggestions involved expansions in these services.

At the same time as Arthur D. Little, Inc., was examining the total public library program in North Carolina, the Legislative Commission to Study Library Support in the State of North Carolina was investigating public library support. A copy of the report and its appendices was made available to us about the time it was officially presented to the Governor. We believe our study will provide additional support for the recommendations of the Commission, which are reprinted as Appendix C of this report.

The Commission reported that the public libraries of North Carolina are inadequately funded to meet the increased and changing demands being made on them; that schools and academic institutions cannot supply all the materials and information needed by students and faculty; and that services to business, to the handicapped, and to the disadvantaged continually compete for funds, personnel, space, and materials. Under current funding, the public library cannot meet the demands of all these groups, and it is even less able to inaugurate new programs of service to these and other groups in the community.

The Commission also pointed out that the library service available in North Carolina is about as good as the level of funding permits. Its report concludes that local government has probably "reached the end of its ability or willingness to provide funds for library support under the procedures now in force." Statewide support of library service is necessary to provide access for all residents to comprehensive library facilities. Our own financial recommendations, presented in the next chapter, describe how this statewide support might best be allocated to strengthen library service at all levels in North Carolina.

III. ALTERNATIVE PLANS FOR STATE AID TO PUBLIC LIBRARIES

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State aid to public libraries is becoming a necessity to even out the levels of service available within a state, to bring all libraries into a service network, and to provide service to previously unserved areas. There is a growing awareness on the part of the library profession and many state governments that local support, while absolutely necessary to good library service, must be supplemented with state and federal funding to provide the most effective funding mix. Larger units of service are generally recognized as being desirable, providing better service to library users at a lower cost than could ever be achieved with smaller units. The present level of state aid to libraries in North Carolina is too low to make possible any significant improvements in service; it should be raised sharply.

DEVELOPMENT OF A PLAN

A program of state funding for libraries should be designed to do more than simply put more money into the system:

- It should act not only as a supplement to local funds in support of local library effort, but also as an incentive to bring local support up to recommended minimum levels.

- The provision of library service to individuals who live in sparsely settled areas covering hundreds of square miles is costly. It also is desperately needed. Funds should be allocated in a way that allows rural areas not only to provide library service but to pay their way into regional library groups that in some cases may include urban areas as well.

- Finally, in the development of larger units of library service, cognizance should be taken of the complications and costs involved when two or more political subdivisions try to coordinate services. Funds should be used as incentives to libraries to persist in spite of the burdens and complicated relationships that develop. Adequate funding can also ease the way in some cases for the relinquishing of local autonomy to a larger unit of service.

RECOMMENDED PROGRAM: PLAN A

In recognizing the need for larger units of service, we recognize also the fact that without financial encouragement regional library groups or library mergers are unlikely to develop at the rate, or in the form, most conducive to good library service to the citizens of North Carolina. The plan that we recommend here, which we have called Plan A, is designed to provide this encouragement within certain guidelines. Emphasis has been placed on strengthening both the State Library and local libraries down to the county level; between the state and local units we are proposing just enough of a "middle man" effort, in the form of State Library branch offices, to facilitate communications and make State Library services readily available locally.

Relationships Among Service Units

In this plan, the North Carolina State Library will serve as the main resource for public libraries in the state. We envision an expanded materials collection, a more aggressive interlibrary loan program, and special consulting or other services to the regional library groups. The State Library should continue to be responsible for centralized processing and for the development and coordination of statewide programs.

Plan A calls for three district branch offices of the State Library, one each in the Mountain area, the Piedmont, and the Coastal Plains. These would be offices and not libraries. They would serve to develop and coordinate services and to provide guidance and general consulting services to the regional library groups. These offices would be funded by the State Library. The staff, services, and activities could vary from office to office, but the basic services provided by each should include a communication network, delivery service, publicity, planning, development of resources in the area, and general consultant services.

Regional library groups would consist of a main library with a number of branches. Participating libraries would pool resources, materials, and staff to form cooperating units comparable to the municipal or city/county units now operating. This would mean a merging of budgets and the centralization of administration. Special programs such as story hours, adult education, service to the disadvantaged, and so forth, would be planned and implemented cooperatively. Smaller libraries would gain direct access to services, materials, and funds which would not otherwise be available to them.

Local libraries would be free not to join regional library groups, but those that did join would qualify for a much higher level of state aid. Thus, the future trend would be toward strong regional groups.

Responsibilities of the District Branch Offices

The district branch offices would serve primarily the function of providing, at the local level, services which are paid for by the State Library. They would not be authorized to direct the activities of member libraries, but they would work to promote and assist the coordination of these activities as appropriate, and would serve as centers for district-wide planning. Their basic functions are described below.

a. Delivery

The district branch offices should provide delivery service to the libraries in each member region. At this time, our recommendation is for one delivery per week to each member library with additional deliveries to be provided as needed. Special service could be provided for interlibrary loan and quick transportation of audiovisual materials and equipment. As services develop and demand for them increases, the delivery program should be evaluated at regular intervals.

b. Communication

Each district branch office should be connected to the State Library, to other branch offices, and to member libraries by an IN-WATS line. All member libraries should be able to use the IN-WATS line to their district branch office and to the State Library. Communication among member libraries themselves should be on a charge-card basis with the district branch supporting this program. If abuses of the use of the charge card become evident, controls can undoubtedly be established. At this time, it appears evident that the most important thing is to provide a communications network from the local library to the district branch office to the State Library. Communications systems such as teletype, telefacsimile, and the like have been used in other areas. Instead of instituting a new system, we think it is feasible, and certainly more desirable, to extend the current IN-WATS service and expand it to an outgoing WATS line for the regional branch offices and the State Library.

c. Consultant Services

Throughout our study, we encountered librarians who wanted more access to the consultants from the State Library. The State Library consulting staff has served to the best of its ability and has made a major contribution to the public library program in the state, but the fact that the consultants are few in number and are all based in Raleigh has limited their availability to library groups or libraries around the state. We believe the time has come to provide general consulting services on a district level with consultants residing in each district. The district consultants would have to maintain

contact with the State Library, not only to interpret its policies but also to participate in their formulation. They would therefore have to spend some time in Raleigh, but this should be limited to no more than five days a month, and less if possible.

The consultants' responsibilities would include planning and conducting workshops, in-service training programs and the like; serving as resource people for individual boards of trustees; giving advice as requested by librarians on general topics; and arranging, where appropriate, for special consultants from the State Library staff to work with library boards and staff members.

d. Planning

The district branch offices would be responsible for the overall planning and development of public library service in the district. At first, this would probably mean the coordination of existing programs and the integration of planned programs into a master plan.

The district branch offices and their services must be considered as a part of an overall state plan. However, not every district has to provide the same services nor develop in the same way. Allowances should be made for the needs of the users, the materials available, and the socioeconomic factors which must be considered in library planning.

e. Resources

The district branch office should serve as an agency for coordinating the development of collections. Not only books, but periodicals, government documents, and other printed materials, as well as audiovisual materials, should be included in the cooperative program.

A subject acquisition program, in which each library is responsible for an in-depth collection in one or more subject fields, is one way to do this. This would permit the best possible utilization of limited acquisition budgets, allowing broad subject coverage without loss of depth. Collections would supplement and complement each other but would not duplicate excessively the luxury items.

A cooperative subject acquisitions program depends upon the cooperation of the librarians involved. The district office staff will plan to devote a great deal of time to fostering the proper climate. Planning must also be done in close cooperation with the State Library. Its own collection should be expanded, but in coordination with the district offices.

Special resources such as audiovisual materials and even some special interest collections could be established as circuits. Their scheduling and delivery should be the responsibility of the district office staff.

f. Publicity

The majority of public libraries in the United States have not had an active publicity program to tell non-users of the library about library facilities and services. This is beginning to change with newly funded programs providing for distribution of books and materials in restaurants, railroad stations, and the like. Many of the libraries in North Carolina have brochures describing special services and programs and explaining how to use the library. However, the distribution of such materials is mainly limited to those who already use the library. The district branch staff should be responsible for producing public relations material for the district as a whole and for coordinating local publicity efforts.

In addition to attracting users, a publicity effort is needed to attract funds, especially for local construction. What the library does and why will have to be common knowledge in the community. Support from all segments of the community will be necessary, and they should not be expected to support what they do not understand.

Funding Program Under Plan A

a. Basic Provisions

We recommend a program of annual funding for library service totaling $5 million, not including funds already being allocated to the State Library. The program should provide funds in four categories, as follows:

(1) Provide funds to match local funding on the basis of $1 of state funds to every $4 of local funding (25%). This should encourage support at the local level and reward those communities that have already provided their libraries with a measure of financial support.

(2) Grant to libraries or library groups $30 for every square mile of territory served by a single library. Regional libraries and county libraries, but not cities or towns, would be counted for purposes of this grant.

(3) Provide $10,000 per county when two or more counties are part of a regional library group. Provide $20,000 instead of $10,000 for each county in which all local libraries are members of the regional library group. At the time of merger, a county library system and a municipal library system in the same county could merge to provide one library administrative unit in the county and qualify for the $20,000 grant to the regional library group.

(4) Provide the State Library with funds equal to 15% of the total program to offer additional services to public libraries and to fund the three district branch offices.

Funds not allocated under category 3 should be reassigned to categories 1 and 4 by the State Library on the basis of need.

b. Criteria for Allocating Funds

Described below are some stipulations regarding the implementation of this program.

(1) Requirements for Regional Library Groups. A regional library group is defined as follows for purposes of allocating funds:

- It is a single administrative unit made up of two or more counties with a common budget, board of trustees, and plan of service.
- These counties must be contiguous; that is, each one must boarder on at least one other.
- There should be no more than eight counties in a group unless sufficient reasons can be offered for extending this.
- Wherever possible, regional groups should be developed with an eye to having boundaries compatible with those of the economic regions now being formed.

To obtain funding under category 3 of the Plan A funding program, a regional library group must submit a plan of service for approval to the State Library Board. Annual reports must be submitted by each group. At any time, the State Library Board may review the operation of a regional library group to determine if its activities are consistent with those outlined in the plan. Continued funding will be dependent upon this review. It is imperative that "pockets" of small

units not become isolated by virtue of their reluctance or caution to participate in the development of regional libraries in their area.

The plan of service should be consistent with accepted library practices, recommended by the American Library Association and the North Carolina Library Association. Part of any plan must involve making free library service readily available -- and as equally available as possible -- to all the citizens in the area served.

Reference service, reader advisory service, and access to a broad-based book collection should be fundamental to any plan. Participation in the statewide network including interlibrary loan and reciprocal borrowing privileges should be required.

As we have indicated, a regional library group should operate as a single merged library. It may well be wise for each subdivision served by the regional library to maintain a local board of trustees who then can assist in the development of local funding, provide for adequate physical facilities, and act as an advisory council to the larger board. The boards of the merged units should provide at least one seat for each local subdivision providing local funding; each county should, of course, be represented. Representation within the board should as nearly as possible represent population served rather than the extent of local funding provided.

No regional library group shall receive less under the new program than it does currently. The State Library Board should have the right to make the necessary adjustments.

(2) Restrictions on Funding. Funds should be allocated subject to the following constraints:

- To be eligible for funds from the state, a library must receive matching funds at the local level at least equal to the minimum per-capita support level established by the State Library Board. We recommend that this required figure be varied from community to community on the basis of the ability of each to pay. A sliding scale in accordance with the relative affluence of the community (similar to the present Effort Index Score) should be established.

- Acceptance of state funds should obligate the receiving library to participate fully in the interlibrary loan program and to honor a statewide reciprocal borrower's card.

- No regional library should receive state funding that totals more than $3 per capita. It is recognized that not all regional libraries will participate in state funding to an equal degree. This per-capita ceiling has been established to prevent an excessive level of funding from developing, particularly in highly rural areas.

- Amounts exceeding 1/6 of the total local budget that are not spent at the year's end by a local library receiving state funds should be deducted from the funding provided by the state the following year.

- Under all categories funding will be provided only if local funding does not drop below the average of local funding for the past three years. State aid will not be available to a county if it does not meet per-capita support levels nor to a region for any county or municipality which does not meet per-capita support levels. Unusual one-time costs such as those associated with the construction of a new building shall not be included here.

c. Phasing In Plan A

We recognize that this plan will not be funded in its entirety the very first year and so we are proposing a phasing-in process. We recommend that the program be developed over three two-year legislative terms in the increments outlined below:

(1) The matching funds should amount to at least 15% of local funding in the first legislative biennium, 20% in the second, and the full 25% in the third.

(2) The square-mile grant should be at least $10 in the first biennium, $20 in the second, and the full $30 in the third.

(3) The regional library group grants in the first biennium should be at least $5000 for each county and $10,000 for each county whose municipal libraries all participate. Full funding of this part of the program should be obtained, if at all possible, in the second biennium.

(4) The State Library will need funds in the first biennium and these should amount to approximately 10% of the total state-aid allocation for libraries. The district branch offices will probably not be organized until the second year of the first biennium. Full funding, 15% of the budget, should be available in the second biennium.

ALTERNATIVE PROGRAM: PLAN B

Because of the resistance we found on the part of many people to the loss of local autonomy involved in forming a regional library group, we have developed an alternative plan, Plan B. Plan B substitutes for the strong regional group a strong administrative level between local libraries and the State Library. It is the introduction of this third level of activity and the corresponding reduction in strength of the State Library that make Plan B, in our opinion, the less desirable alternative.

Plan B provides for the establishment of from three to five cooperative library systems in North Carolina. These systems would operate as autonomous units and would provide most of the services which in Plan A are to be offered by the State Library and its district branch offices. The matching funds and geographic allotment remain as outlined in Plan A; the regional library grants are replaced by somewhat smaller per-county grants, plus per-capita funds, to cooperative library systems, and the allotment to the State Library is reduced.

Relationships Among Service Units

a. Cooperative Library Systems

The cooperative system should probably be housed in an office building; it should provide services through libraries, not directly to individuals. Librarians should not be eligible to serve both as the head of an individual library and as chief administrative officer of a cooperative library system. There should be a board of trustees on which each public library or regional library in the region has at least one vote. An individual library could have up to three votes on the basis of population served by that library. This could be worked out on a prorated basis. The board could elect an executive committee annually, probably numbering between 5 and 11 members, to be responsible for policy and for administration of the cooperative library system. The terms of office should be staggered and probably should not be less than three years or more than six, with a limit of two consecutive full terms for any individual.

The cooperative library system would operate under a plan of service approved by the State Library every three years. It could assume only those functions which are included within the plan of service, although the manner of implementation would be its own responsibility.

The maximum amount of funding available to any one cooperative library system is $500,000, and the per-capita figure that is established at the time of the approval of the plan of service should probably be used during the three-year period of the plan of service. All public libraries within the geographic region served by a cooperative library system are automatically members of the system.

The cooperative library system would provide the following services:

- A consultant program to include general consultants and also, if the plan of service permits, adult, young adult, and children's consultants. The State Library would remain responsible for most specialized consultant services, including buildings, audiovisual, and technical services consultants.

- Funds for building of specialized resources within the region to include items like the following: microfilm, special reference tools, subject collections, audiovisual collections, and specialized periodicals. Specialization in considerable depth should be undertaken in conjunction with statewide plans.

- An interlibrary loan network in cooperation with the State Library.

- A delivery and/or mailing operation to enhance the flow of specialized material and to develop and maintain the interlibrary loan network. All interlibrary loan in and out of the region served by the cooperative library system would logically be funded through the system headquarters.

- Regional planning, publicity, workshops, and personnel recruitment.

- A regional reference network which would be part of the statewide network.

- Assistance to local boards of trustees in developing policy, plans, and educational programs.

b. The State Library

Under Plan B the State Library would attempt to provide the following services:

- Consultant service to the cooperative library systems.
- Specialized consultant services in technical services, building planning, audiovisual materials, and other areas as needed.
- Bibliographical tools to include a computerized union list of serials and an expanded union catalog.
- Centralized processing through system headquarters to individual libraries.
- Clearinghouse service on all requests for material and information not readily provided within each of the cooperative library systems.
- Coordination of the efforts of the various systems.
- Coordination of the resources of the public library network with those of other types of libraries in North Carolina.
- Building of resources at the state level:
  - A general collection to backstop the public libraries.
  - Specialized resources that should be available at least in one place in the state.
- Funding of a communication network including all library systems and various other types of libraries.

Funding Program Under Plan B

a. Basic Provisions

The funding program under Plan B would be as follows:

(1) Provide state funds to match local funding on the basis of $1 of state funds to every $4 of local funding (25%). This is the same as category 1 of the Plan A funding program.

(2) Grant to libraries and library groups $30 for every square mile of territory served by a single library. This is the same as category 2 of the Plan A funding program.

(3) Provide $5000 per county participating in a cooperative library system if the county is only partially served by the system and $10,000 if it is totally served by the system. This is a reduction from the corresponding $10,000 and $20,000 grants to regional library groups under Plan A.

(4) Provide the State Library with funds equal to 7 1/2% of the total program. This is a reduction from the 15% specified by Plan A.

(5) Provide a per-capita grant (amount to be agreed upon; we recommend 50¢) to each cooperative library system.

b. Phasing In Plan B

Plan B, like Plan A, would be phased in over a series of two-year legislative terms. The increments might be as follows:

(1) The matching funds, as in Plan A, should amount to at least 15% of local funding in the first legislative biennium, 20% in the second, and the full 25% in the third.

(2) The square-mile grant, again as in Plan A, should be at least $10 in the first biennium, $20 in the second, and the full $30 in the third.

(3) The per-county grants to cooperative library systems should be at least $2500 and $5000 per unit in the first biennium. In the second biennium, half the units should be fully funded, and in the third, all units should be fully funded.

(4) The State Library should be funded at 7 1/2% of the total program in each biennium.

(5) The per-capita grant to cooperative library systems, assuming a final rate of 50¢, should be 30¢ in the first biennium, 40¢ by the second year of the second biennium and the full amount in the third biennium.

OUR PREFERENCE FOR PLAN A

While we recognize that Plan B will appeal to people who do not want libraries closely integrated at the local level, our own preference is strongly for Plan A. We believe that much of the anxiety about local autonomy is based partly on financial considerations that are made obsolete by our funding recommendations and partly on groundless fears of all kinds of authoritarian restrictions on the initiative of the individual librarian. We think that, on the contrary, the range of possibilities open to each librarian would be greatly increased by the kind of access to materials and services which regional library groups would provide. Plan A has an important additional advantage in that it takes as its point of departure two elements already existing in the present system: regional libraries that are in the process of development and a strong and successful State Library. Its provisions are designed to strengthen both. Plan B, on the other hand, takes the impetus out of the movement toward regional libraries, actually weakens the State Library, and introduces from scratch a totally new and unproven level of administration. While we believe this could be made to work, there are certainly risks involved, and it is our strong belief that worries about local autonomy are not sufficiently based on reality to justify these risks.

IV. ADDITIONAL RECOMMENDATIONS

IV. ADDITIONAL RECOMMENDATIONS

NORTH CAROLINA STATE LIBRARY BUILDING

In the near future, the State Library is scheduled to move into the Archives Building. This building has just been completed and will provide some improvements in space allocations but not in all areas. It was not really designed as a State Library and Archives Building but rather as an Archives and History Building with some space for the State Library.

In order to continue development of an innovative program of service and provide the materials and services which will be required, particularly under Plan A as described in the preceding chapter, the State Library needs space that is both larger and more functional than it seems will be available in this building. Therefore, at the budget hearing held in September, the State Library Board requested a separate State Library Building containing a minimum of 130,000 square feet.

On the basis of our examination of the present State Library operation and its importance to individual public libraries and public library service in general, we support the State Library Board in this effort.

Ideally this building should be located in the state government complex in downtown Raleigh. The building should provide space for administrative personnel and functions, consultants, services to the libraries of North Carolina, and increased service to the legislators and other members of state government. The question of where the centralized processing operation should be located can be argued. Can the use of prime space be justified, or is it more suitable to have it in a warehouse-type building away from prime real estate rates? We would be inclined to favor the latter, especially, if the processing center extends its services to other than public libraries and provide a greater number of options on services to individual libraries.

BIBLIOGRAPHICAL TOOLS

The North Carolina Union Catalog

This is a card catalog located at the University of North Carolina and operating as part of the Interlibrary Center. It includes approximately 950,000 entries, and this year, for the first time, it has received some Title III funding and an effort is being made to clear up the filing backlog. The catalog of the University of North Carolina

is shared with the State Library. Once the filing backlog is taken care of and guidelines established for the inclusion of catalog cards from libraries in North Carolina are approved, it is expected that the catalog will be expanded to include full coverage of the State Library.

During the years there have been various proposals regarding the union catalog and its operation. We were told that at one time the relocation of the union catalog was under consideration. Long-range plans should provide for the location of the North Carolina Union Catalog at some central point as a part of the statewide interlibrary loan service. Our recommendation at this time is that serious consideration be given to relocating it in the North Carolina State Library building. We believe this would serve two purposes. It would make the union catalog a statewide library tool rather than one associated with a particular institution. It would also give the State Library, and indirectly, librarians throughout the state, greater and quicker access to its holdings. It could be a major tool in the development of a bibliographical center serviced and supported by the State Library for use by all libraries in the state.

We also recommend that the union catalog be converted from card form to magnetic tape or disk. This should be done as soon as funding is available; the integration of the State Library and University of North Carolina catalogs will be much simpler if conversion to tape or disk has already been accomplished. Once the MARC tapes become operational, current inputs to the union catalog could be provided by the central processing unit. A computer-based catalog can be programmed to provide smaller catalogs as needed -- by region or by subject, for example.

Book Catalogs

There was discussion at several of our meetings on the value and importance of book catalogs. We are not against book catalogs, as such, but do feel they are difficult to keep up to date and become unwieldly when they attempt to show the holdings of many libraries or even very large collections.

Book catalogs are extremely useful for small collections or for limited number of libraries. We cannot recommend a book catalog for North Carolina as a whole, but we would encourage pilot projects on the feasibility of book catalogs for the libraries in individual counties or regions.

Union List of Serials

The University of North Carolina has published a listing of its serial titles and holdings, some 35,000 titles in all. Using the same format, both Duke University and the North Carolina State Library are preparing their own serial records for integration into this list. More libraries -- public, academic and special -- should be included;

if and when school libraries have periodical collections of a size and nature which would warrant their inclusion, this should be done. This is a project which could be funded under Title III of LSCA when sufficient funding of this title is received.

Other Tools

Other bibliographical tools will need to be developed to meet specific needs or demands on the area level as well as the state level; there should be some freedom in planning for these and in defining needs and interests, but there should be a coordinating effort to prevent extensive duplication.

STORAGE CENTER

Many libraries have major space problems because their physical buildings are too small to handle the growth in their collections. The idea of a storage center for last copies of titles in academic institutions is under study. A statewide storage center for all libraries presents great possibilities for another resource collection and for the further development of the interlibrary loan program.

As we visited libraries, talked with librarians, and examined collections, not only in North Carolina but in other states and regions as well, we have found, as expected, that public library collections are very similar. Some collections are larger than others, but all contain many of the same basic titles. Last-copy storage is not a problem for public libraries but it probably should be. In order to control the size of collections, guidelines should be established for depositing material in a storage center. Excessive duplication of titles should not be allowed at the storage center. All items on deposit there should be available for interlibrary loan.

We would also suggest the examination of funding possibilities under Title III for this storage center. We believe that the center would not only relieve some current space problems, but would also provide greater accessibility to certain materials. The relation of the State Library to the storage center should be considered as plans are developed for a new State Library building. It is possible that if the decision were made to locate the State Library's processing center away from the downtown Raleigh area, the processing center and storage center could be in the same or adjoining buildings.

LIBRARY EDUCATION

The demand for professionally trained librarians in the public libraries of North Carolina is just as great as in most other sections of the country. North Carolina does have an ALA accredited library school at the University of North Carolina; however, its graduates are primarily specialized librarians, few of whom go on to staff public libraries. A number of the library education programs at other colleges in the state meet the certification requirements of the Department of Public Instruction for school librarians, but do not meet public library certification requirements.

A progressive program of library service demands trained and experienced personnel. The Public Library Development Committee of the North Carolina Library Association should cooperate with the North Carolina State Library and the library schools in developing programs and courses for public librarians. Participation by the accredited library school at the University of North Carolina is especially important; as a state-supported institution the University should expand its library education program to prepare more librarians for the public libraries. In addition to offering preparatory courses, schools should cooperate with the libraries on continuing education courses in new areas of activity or in special areas such as administration, bibliography, and the like, for practicing librarians. All library schools benefit from the suggestions and advice of those in libraries, even if the suggestions are not put into practice. In many cases, a suggestion will lead to further thought and eventually to changes. Advisory boards of practicing librarians working with administration and faculty of library schools have been effective in developing new curricula, providing an on-the-job viewpoint, and recruiting.

Workshops and institutes can be conducted for those lacking professional training. North Carolina should investigate the programs for library technicians or aides which are available in many community colleges. These programs will probably be better if the professional librarians have a major role in their planning and implementation. This is not to say that library technicians will be professional librarians or have the responsibilities and the decision-making powers of the professional librarian. However, one of the problems in all libraries has been the continued use of professionals for clerical routines.

It has recently been proposed* that instead of the two sub-professional classifications of library clerk and library technical

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*Lester E. Asheim, "Education and Manpower for Librarianship," ALA Bulletin, Vol. 62, October 1968, pp. 1096-1106.

assistant, there should be three: clerk, technical assistant, and library assistant. The last of these would be essentially a pre-professional position, requiring a bachelor's degree. Programs in library education might be designed with these three classifications in mind, as well as the two professional classifications of librarian and professional-specialist.

The staffing problems for individual libraries cannot be solved immediately. Clearly, more active recruiting and eventual improvements in salaries and fringe benefits will all be needed. However, improved library education programs could make a major contribution.

CANCELLATION OF GRANTS FOR SUBJECT COLLECTIONS

An activity of the State Library that we feel should be discontinued and not incorporated into a new program is its grants for the support of special subject collections at 15 libraries. These collections are listed in the table on the next page. The idea is that the collections are available on interlibrary loan, but actually from 75% to 98% (depending on the collection) of their use is local. Some of the collections, such as Vocational and Industrial Manuals should be in the basic collection of any good library; others, such as Family Life and the Home, are not collections in the sense of complete and well-planned coverage, but simply a lot of books about a subject.

In recognition of the limited value of these collections to other libraries, the State Library Board has considered reducing the grants. However, the same funds could be better employed in adding systematically to the State Library's own collection or in assisting cooperative library groups to plan subject collections better suited to regional needs.

The libraries which receive these grants will not want to lose them but several librarians admitted in private that they really could not understand why their library had these particular collections. In some cases, it is quite obvious that local interest or demand justified the original grant. At this time we do not feel continued support of these collections is feasible.

SPECIAL INTERLIBRARY LOAN COLLECTIONS
IN NORTH CAROLINA PUBLIC LIBRARIES
OCTOBER 1962

Subject	Library	Town
Architecture	Pack Memorial Public Library	Asheville
Art	Olivia Raney Library	Raleigh
Automation	May Memorial Library	Burlington
Business and Industry	Greensboro Public Library	Greensboro
Drama and the Theatre	Wilson County Public Library	Wilson
Family Life and the Home	Durham Public Library	Durham
Foreign Languages and Literatures	Cumberland County Library	Fayetteville
*Furniture, Design and Manufacture	High Point Public Library	High Point
Gardening and Landscape Gardening	Rowan Public Library	Salisbury
Minerals and Mineral Industries	Mitchell County Library	Bakersville
Music	Randolph Public Library	Asheboro
Natural History	Sheppard Memorial Library	Greenville
The Negro	Richard B. Harrison Library	Raleigh
Recreation	Kinston Public Library	Kinston
Textiles: Knitting, Yarn Manufacturing and Machinery	Gaston County Public Library	Gastonia
Textiles: Weaving and Design, Chemistry and Dyeing, Synthetics	Public Library of Charlotte and Mecklenburg County	Charlotte
Vocational and Industrial Manuals	Public Library of Winston-Salem and Forsyth County	Winston-Salem

*High Point does not receive a state grant.

APPENDICES

APPENDIX A

Meetings were held at libraries in the following communities. Participants included librarians and trustees from libraries in the area.

Asheville
Belle Haven
Charlotte
Fayetteville
High Point
Kinston
Mocksville
Raleigh
Wilmington
Wilson

Interviews were also held with the State Librarian and members of his staff and with the following other individuals:

Dr. William Bell, State Planning Task Force

Miss Cora Paul Bomar, Division of Educational Media, North Carolina Department of Education

Mr. John Morrissey, Secretary-Treasurer and General Counsel, North Carolina Association of County Commissioners

Dr. Jerrold Orne, Librarian, University of North Carolina

Mr. Robert Phay, Assistant Director, Institute of Government, University of North Carolina

Mr. David Stick, Chairman, Legislative Commission to Study Library Support in the State of North Carolina

In addition, we attended several meetings of the Public Libraries Development Committee of the North Carolina State Library Association.

APPENDIX B

AGENDA

I. Introduction

II. If you as an individual were to be called upon to prepare a statewide library development plan, what would you recommend?

III. Are you involved in any cooperative library effort within your region?

IV. Are regional systems as now constituted providing a viable structure for good library service? If not, why not?

V. Would you discuss the problems of obtaining local funds and problems in relation to city-county funding?

VI. Are regional systems too small, too large or just right? Logically, should the State be considered as one system?

VII. What services do you receive from the State Library and what services would you like to receive from the State Library?

VIII. Should services such as ILL, AV, consulting, etc., be offered on a statewide or regional basis?

IX. How would you prefer to see State funding provided?

a. on a geographical basis
b. population served
c. ability to pay
d. other (including combination of a-c)

X. Do you feel a lack of resources, particularly special resources, a need for a stronger ILL network, and/or a program of subject specialization?

APPENDIX C

RECOMMENDATIONS OF THE LEGISLATIVE COMMISSION TO STUDY LIBRARY SUPPORT IN THE STATE OF NORTH CAROLINA

RECOMMENDATIONS OF THE COMMISSION

It is the recommendation of this Commission that the General Assembly of 1969 affirm the principle that all citizens of North Carolina should have available to them adequate modern public library services and facilities; and that it is the responsibility of the State to share with local government the basic cost of reaching these goals.

It is our further recommendation that the General Assembly clearly define the responsibility of each echelon of government in financing libraries, as has been done previously with regard to the operation of our public schools, highways, courts, health and welfare services, and in many other areas. Because of the dependence of North Carolina county and city governing bodies on the General Assembly for guidance and instruction it is our belief that no major improvement can be expected in overall library service without the adoption of such a practical and understandable long range plan for cooperative library support.

It is the specific recommendation of this Commission that the following division of responsibility be spelled out by the General Assembly:

Local Government

1.—Public library operation should remain under the control of local and regional library boards, with continued guidance and assistance from the State Library.

2.—The cost of providing library buildings should remain basically a local responsibility, with assistance from the Federal government and private sources.

3.—As a minimum, local governments must maintain their present level of library support, and be encouraged to increase their support gradually through the use of tax revenue. This would call for a change whereby local governments can levy taxes for library support, without first having to receive voter approval.

State Government

4.—The State of North Carolina should gradually assume equal responsibility, with local government, for public library support. To insure maximum results this should be accomplished over a period of several years with annual increases in State grants to public libraries amounting to the equivalent of approxiately $0.20 per capita, allocated according to a formula adopted by the State Library Board. This would call for increased appropriations for State Aid to public libraries of approximately one million dollars each year on the basis of present population figures. Thus it is the specific recommendation of this Commission that the 1969 General Assembly increase appropriations for State Aid to public libraries to the equivalent of approximately $0.35 per capita in the first year of the biennium and $0.55 in the second year of the biennium.

5.—The General Assembly should provide increases in appropriations to the State Library adequate to insure that the existing pattern of services to local libraries will be intensified sufficiently to meet the demands brought on by the expansion of local public library services throughout the state, with special consideration to the need for competitive salary schedules for professional employees and a stronger book collection.